



## TRANSNATIONAL ACTORS AND INITIATIVES ON STATISTICS AND INDICATORS

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## 1. INTRODUCTION

The collection of data in the field of poverty is a very important element of policy-making. It contributes to a better understanding of phenomena of poverty; as well as the profiles of those people experiencing poverty; and it provides the right basis for implementing comprehensive social policy measures with the aim of combating poverty. The development of indicators is equally important in order to monitor the effect of policy measures against poverty and social exclusion.

There are many interesting transnational initiatives in the field of data collection as well as indicators. FEANTSA continues to follow them in order to take action in any of the initiatives that could contribute to improving the collection of data on homelessness and to the creation of robust indicators to monitor the effect of social policy.

This paper looks at transnational actors and initiatives on statistics and indicators, and is divided into three main parts:

**Part 1 “European Union”** relates to the European Union and to the different actors active in the collection of data on poverty and homelessness. EUROSTAT is the main actor in the framework of which several interesting actions are taking place: ECHP, EU-SILC, New Cronos, and the Taskforce on Homelessness. At EU level, we will also look into the work of the sub-group on indicators of the Social Protection committee, the surveys of the European Foundation for the Improvement of Living and Working conditions, the European Commission URBAN Audit, and the data produced by the EU housing ministers.

**Part 2 “United Nations”** examines the initiatives from the United Nations, especially work of the UN Statistics Division, UN-ECE and UN-Habitat.

**Part 3 “Other international sources”** provides a brief look into the initiatives from the Council of Europe, the OECD, the New Member States of the EU, EU-reporting, and Eurobarometer.

The aim of this paper is to provide the Data Collection Working Group of FEANTSA with an overview of past and current initiatives undertaken at European and international levels. FEANTSA is already involved in developing statistics on homelessness in cooperation with some of these bodies, and will look into the possibility of contributing to other initiatives.

## 2. THE EUROPEAN UNION

In June 1997, Article 285 was inserted in the Amsterdam Treaty providing Community statistics with a constitutional basis for the first time.

“1. ... the Council, ... shall adopt measures for the production of statistics where necessary for the performance of the activities of the Community.

The production of Community Statistics shall conform to impartiality, reliability, objectivity, scientific independence, cost-effectiveness and statistical confidentiality; it shall not entail excessive burdens on economic operators.”

Article 285 was a key step for EU statistics. More and more statistics have to be collected at Community level because of the development of the Union.

At the same time, the Treaty of Amsterdam article 136 states that “the Community and the Member States (...) shall have as their objectives the promotion of employment, improving living and working conditions so as to make possible their harmonisation between management and labour, the development of human resources with a view to lasting high employment and **the combating of exclusion**”.

Since the fight against social exclusion and poverty has become part of the activities of the Community, it is important that the EU develops statistics in this field as well as indicators to monitor the effect of EU policy measures.

## 2.1. EUROSTAT [EN](#) / [FR](#)

Eurostat – the Statistical Office of the European Communities - is situated in Luxembourg. Its task is to provide the European Union with statistics at European level that enable comparisons between countries and regions. Eurostat was established in 1953 to meet the requirements of the European Coal and Steel Community. Over the years its task has broadened and when the European Community was founded in 1958 it became a Directorate-General (DG) of the European Commission. Eurostat's key role is to supply statistics to other DGs and supply the Commission and other European Institutions with data so they can define, implement and analyse Community policies.

Eurostat does not collect data. This is done in Member States by their statistical authorities. The latter send national data to Eurostat. Eurostat's role is to gather the data and ensure they are comparable, using harmonized methodology. Actually Eurostat is the only provider of statistics at European level and the data it issues are harmonized as much as possible. Eurostat works on 7 different levels, including one on **social statistics**. It also has a great number of working groups working on several topics: particularly interesting for FEANTSA is the **working group on income, poverty and social exclusion**. The working group last met on 8-10 June 2005.

European Advisory Committee on Statistical Information in the Economic and Social Spheres" (CEIES) was set up by Council Decision 91/116/EEC of 25 February 1991. The task of CEIES is described in Article 1 of the Council Decision: "...to assist the Council and the Commission in the coordination of the objectives of the Community's statistical information policy, taking into account user requirements and the costs borne by the information producers." In practical terms, this means that CEIES gives its opinion on the relevance of the Community statistical programme, on the way in which it is monitored and on the associated costs incurred by the Community, the National Statistical Institutes and the providers.

The actual work of CEIES is done by sub-committees. Four sub-committees were created in 2001. One of them covers social statistics. These opinions are distributed widely amongst the other EU and national institutions such as the European Parliament, the Council, the Commission and the Member States, and are of great interest. In general CEIES opinions and recommendations are fully accepted and strongly influence decisions.

For more information, see Eurostat webpage on the Committee [EN/FR](#)

The section below provides an overview of the main initiatives undertaken by Eurostat, or existing data sources managed by Eurostat, which are relevant for data collection on homelessness in Europe namely:

- European Community Household Panel (ECHP),
- Community Statistics on Income and Living Conditions (EU-SILC)
- The New Cronos database on housing, and income and living conditions
- The EU taskforce on homelessness 2001-2004

### 2.1.1. European Community Household Panel (ECHP)

The European Community Household Panel (ECHP) was launched in 1994 by Eurostat in close collaboration with European national institutes. Since then, the ECHP has played a central role in the development of comparable socio-economic statistics across member states on income including social transfers, labour, poverty and social exclusion, housing, health and medical care, family and household types, as well as various other social indicators concerning living conditions of private households and persons. The panel design of the ECHP allows the same households and persons to be monitored over several consecutive years: in other words, it allows the study of social dynamics at a micro level.

#### *Relevant data from ECHP*

Many statistics derived from the ECHP are available in Eurostat's reference database NewCronos. Information on income, social exclusion, poverty, and housing is given in the domain 'Income and Living Conditions' (cf point 2.1.3. New Cronos).

#### *Transition from ECHP to EU-SILC*

ECHP has traditionally been the primary source of data used by Eurostat for the calculation of many indicators in the field of Income, Poverty & Social Exclusion. However the political scene has changed, notably with the introduction of an open method of coordination in the fields of social inclusion and pensions reform. Other important changes include enlargement of the EU from 15 to 25 member states (and demands for coverage of other neighbouring countries), and the publication by the United Nations expert group on household income statistics of a detailed report and recommendations.

In recognition of these changes, the ECHP has been progressively replaced with data collection under the EU-SILC regulations (no.1177/2003 Community Statistics on Income and Living Conditions). Wave 8 of ECHP data, collected in 2001 (income reference period 2000), was the last wave, for which results became available in December 2003. ECHP micro data (1994-2001) will still remain available for researchers, but it is not free and not available on the web. In some cases, ECHP data are still used when there are no other sources available but there is a strong tendency to replace it with more updated sources, and consequently ECHP is disappearing rapidly as a data source for indicators.

See more in the Eurostat working paper: "The continuity of indicators during the transition between ECHP and EU-SILC" ([EN](#))

### **2.1.2. European Survey on Income and Living Conditions (EU-SILC)**

The EU-SILC project was launched in 2003 on the basis of a "gentleman's agreement", in six member states (Belgium, Austria, Denmark, Greece, Ireland, Luxembourg) as well as in Norway. EU-SILC will eventually be extended to all 25 EU member states together with Norway and Iceland. Coverage of candidate countries (Bulgaria, Romania, Croatia and Turkey) and Switzerland are being discussed.

The aim of EU-SILC is to establish a common framework for the systematic production of Community statistics on Income and Living conditions. EU-SILC is to become the reference source of comparative statistics on income distribution and social exclusion at the European Union level.

In the regulation on EU-SILC (13.12.2001) the Commission states that the data of the EU-SILC project have to be used in the context of the 'Programme of Community action to encourage co-operation between Member States to combat social exclusion' and as an input to the Commission's Structural Indicators'. EU-SILC will cover comparable and timely cross-sectional data on income, poverty, social exclusion and other living conditions as well as longitudinal data restricted to income, labour and a limited number of non-monetary indicators of social exclusion.

#### *Differences between ECHP and EU-SILC*

The timeliness of data under EU-SILC (time between the collection and the publication of data) will be improved. The emphasis of EU-SILC seems to be on output harmonisation rather than input harmonisation: the data may come from different sources in different EU Member States. Because of this emphasis on output harmonisation, the international comparability of data from EU-SILC will inevitably be seriously diminished compared to ECHP. It will have a much more limited longitudinal component than the ECHP. It will cover only four years, after which a household will be replaced in the panel. The range of non-monetary deprivation indicators in EU SILC is also more restricted.

There will be a division between primary target areas and secondary target areas. Data on the primary areas will be collected every year and the secondary areas every 4 years or less. One secondary area shall be covered each year. The reference population will be private households.

The primary domains covered will be: income, social exclusion (**arrears**, non-monetary household deprivation indicators, physical and social environment), **housing** (type of housing, tenure status, housing conditions, amenities in the dwelling, housing costs), education, labour information, health (health, **access to health care**), demography.

The secondary area variables will be integrated into the EU-SILC surveys through ad hoc modules (social mobility in 2006, housing conditions in 2007).

In terms of evaluation, the Member States will produce annual quality reports assessing both cross-sectional and longitudinal components. The European Commission will submit a report after 5 years to the European Parliament and to the Council on the work.

#### *Timing of EU-SILC implementation*

EU-SILC is probably the most important monitoring tool for the EU strategy to combat poverty and social exclusion. However, since some countries obtained a derogation to postpone their participation in EU-SILC, it will not be a very effective EU tool before 2007.

A Framework Regulation of the Parliament and of the Council and six Implementing Regulations of the Commission have now been adopted and published in the Official Journal<sup>1</sup>, and preparations are at an advanced stage in many countries.

Under this framework regulation, EU-SILC is being launched at different times in various EU25, Accession, Candidate and EFTA countries from 2004.

Seven countries launched a preliminary version of EU-SILC in 2003 – cross-sectional indicators for the initial 7 member states have been available since December 2004 (the micro data is not available though). Data and indicators for 12 member states (all EU15 member states except for Germany, the Netherlands and UK) as well as Norway and Iceland has been available since December 2005 (the micro data is not available though). The first set of micro data and cross-sectional indicators from EU-SILC which covers all the EU 25 member states with Norway and Iceland will only be available end of 2006.

See Eurostat database [here](#) for all EU-SILC data currently available, namely under “Population and social conditions”, sub-domain “Living conditions and welfare” where information can be found under “Income and living conditions”, and under “social protection” (social protection expenditure for the housing function).

EU-SILC is expected to become the reference source of statistics on income and social exclusion in the European Union. During the transition period until the launch of EU-SILC, indicators are being compiled by Eurostat from the best available national sources, harmonised as closely as possible with EU-SILC definitions.

#### *Particularly relevant for FEANTSA: EU-SILC housing module*

Given the political backup of the EU social inclusion strategy objectives (acknowledging that housing is one crucial pillar to inclusion of individuals and households), housing conditions in a broad sense represent a key dimension for statistical exploration within the context of the OMC on social inclusion, as stated in the report on Indicators on Poverty and Social Exclusion adopted by the Laeken European Council in December 2001.

In the light of the statistical capacity gap in this area, particularly in a cross-country perspective, the Social Protection Committee adopted a report on indicators which states that "(since) the Social Protection Committee is not yet able to put forward a proposal for commonly agreed indicators on this dimension, its members agreed on a common approach to be followed: National Action Plans should contain quantitative information covering three issues: 1) decent housing, 2) housing costs, and 3) homelessness and other precarious housing conditions." At the same time, the Report recommends improving comparable information and reporting on decency of housing, housing costs as well as homelessness. Access to public and private essential services also figures in the Report among the areas needing further work (see report [EN/FR](#)).

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<sup>1</sup> The Commission regulations of 21 October 2003 concerning EU-SILC as regards definitions, the fieldwork aspects and the imputation procedures, the sampling and tracing rules, and the list of target primary variables, have been published in the [Official Journal of the European Communities no L298 of 17 November 2003](#). ([http://europa.eu.int/eurlex/en/archive/2003/1\\_29820031117en.html](http://europa.eu.int/eurlex/en/archive/2003/1_29820031117en.html))

It was agreed between DG EMPL and Eurostat that Housing conditions would be the topic to be included as target secondary area in EU-SILC for 2007. An ad hoc module of EU-SILC on housing conditions will be therefore belunched in 2007 and will be an opportunity to develop the capacity to measure this key aspect of social inclusion in a comparable way, even if not on a regular basis. It will allow exploring of various parameters of housing conditions across different socio-economic groups and countries.

A Task Force was launched in 2005 to discuss the variables of 2007 Module to be included in the SILC project. The first objective of the Task Force was to come up with a proposed list of secondary target variables, variable codes, definitions, mode of data collection and reference periods, to be included in EU-SILC module 2007 'housing conditions' to be presented at the Living conditions working group in June 2005 (see original [proposals](#)).

In principle three separate areas appear particularly relevant for investigation through the module in relation to housing conditions at large. These are:

1. Housing adequacy/quality
2. Housing affordability
3. Local environment

However, the topic of **homelessness** was considered to be both important and interesting and there was a common desire to introduce it in the module. After discussions in the Task Force it was finally decided not to propose the homelessness topic in the module. Several reasons to why the topic shouldn't be introduced were put forward. The main reason is that the EU-SILC target population is confined to "private households residing in the territory of the Member States". Having an address is an implicit precondition for a household to be included by the survey. Consequently, EU-SILC does not allow studying of current situations of homelessness or precarious housing. The study of experience of homelessness is also difficult. It would be necessary to introduce a retrospective question but as the percentage of people who were homeless in the past and are now living in private households is very low analysis based on that population would be unreliable.

A related variable the "risk of losing dwelling" is proposed instead as secondary target variable. The aim of this variable is to measure the risk of losing the dwelling by eviction or distraint - to become homeless.

The National Statistics Institutes must prepare the 2007 module and incorporate it in their regular EU-SILC survey questionnaire. See final version of the module [here](#).

### **2.1.3. The New Cronos - a database on housing and income and living conditions**

New Cronos is a database that contains more than 270 million social and economic statistical data covering the European Union Member States and also, in many cases, Japan, the United States, the Candidate Countries and the principal economic partners of the European Union. These data - which may be daily, monthly, quarterly, half-yearly or annual, according to the statistical domain covered - are expressed in a whole range of different units. The data are available, depending on the variable or country selected, from 1960 to today.

*Particularly relevant for FEANTSA*

New Cronos is subdivided into nine themes, comprising several domains, each covering a specific sector. Each domain, identified by an alphanumeric code, consists of collections giving the economic and social indicators in question. These collections are themselves structured into multidimensional tables.

One of the nine themes is **population and social conditions**, under which there is [Living Conditions and Welfare](#). Under the sub-category "Income and living conditions", the "housing" domain contains data on housing conditions (housing type, tenure status, cost and quality of housing) and additional data on consumer durables. A lot of the information is cross-tabulated with several socio-demographic variables. The data contained in this domain are drawn largely from the European Community Household Panel. In addition, some data from the Censuses of Population and Housing and Household Budget Surveys are also included.

#### 2.1.4. The Taskforce on Homelessness 2001-2004

##### *Origin*

In December 2001, Eurostat set up a Task Force (Expert group) to develop common methodologies to improve understanding of homelessness. This Task Force consisted of experts from national statistical agencies within the EU (France, Italy, The Netherlands, Spain, Finland, representatives from Eurostat and the Commission. FEANTSA was also member of this Task Force.

In October 2001 the Task Force contracted INSEE (the French national statistical office) to carry out a feasibility study concerning available data on homelessness in the EU. INSEE then gathered the information/feedback from Task Force members, and prepared a draft evaluation report for the last meeting of the Task Force in March 2004. This report ([EN/FR](#)) was published in January 2005 and provides an analysis of how homelessness is defined in the Member States, how food aid and accommodation services for homeless people are organized and the methods used in statistics production.

##### *New phase*

The Taskforce on Homelessness has now finished its mandate. FEANTSA welcomed the initiative of creating a Taskforce, but regrets that Eurostat did not involve FEANTSA in the drafting of this report (questionnaire, drafting, follow-up). FEANTSA wrote a letter to the head of Unit of Eurostat to ask for a new round of consultation and greater involvement in the whole process.

In the meantime, Eurostat formulated policy recommendations for the Indicators Sub-Group based on the conclusions of the INSEE Report. In 2005, DG Employment of the European Commission<sup>2</sup> launched a call for tenders based on the policy recommendations for a study on measuring homelessness in the EU (see [call](#)). The tender was awarded end 2005 (see FEANTSA website for all latest developments [EN/FR](#)). FEANTSA will be following this study closely and providing input where needed.

## 2.2 INDICATORS SUB-GROUP (ISG)

##### *Origin*

As part of the Lisbon strategy, the European Council in Nice 2000 defined appropriate objectives in the fight against poverty and social exclusion, and invited Member States and the Commission to develop some common indicators. The ISG - consisting of representatives of the governments of the EU Member States with specific expertise in the area of social inclusion indicators - was commissioned by the Social Protection Committee and the European Commission to present a set of social inclusion indicators. A first set of commonly agreed and defined indicators on social inclusion (see [here](#)) was presented and adopted by the Laeken Council in December 2001.

##### *Mandate*

The work carried out by the ISG of the Social Protection Committee has built upon the set of social indicators used in the Commission's [report](#) to the Stockholm Council, to focus particularly on:

- the elaboration of the concept of relative income poverty, in order to draw a set of common indicators covering the key aspects of monetary poverty, such as level, persistence, depth, changes through time, as well as the key breakdowns by gender, age, household types and occupation;
- the multidimensional aspect of poverty, in order to complement the income-based measurement with key indicators in the areas of employment, housing, health and education - areas to which Member States have devoted particular attention in their National Action Plans against poverty and social exclusion.

<sup>2</sup> NB All initiatives on homeless statistics and indicators have been handed over from Eurostat to DG Employment and Social Affairs.

Unfortunately the ISG could only agree on 18 indicators mainly related to income and employment. Only one indicator referred to housing – i.e. Low-income rate transfers with breakdown by tenure status. The ISG had waited for the results of the Task Force on Homelessness before taking any initiative in the field of housing indicators. Finally, a study has now been commissioned by the European Commission (DG Employment), on measurement of homelessness in the EU, which should feed into ISG work on the preparation of housing and homelessness indicators.

### 2.3. EUROPEAN FOUNDATION FOR THE IMPROVEMENT OF WORKING AND LIVING CONDITIONS - A SURVEY ON LIVING CONDITIONS [website](#)

The European Foundation for the Improvement of Living and Working Conditions is a European Agency, one of the first to be established (in 1975) to work in specialised areas of EU policy.

#### *Mandate*

The Foundation carries out research and development projects, provides data and analysis for the formulation of EU policy on working and living conditions. The Foundation has a network of experts throughout the European Union which conducts research on its behalf. As part of its research base, the Foundation maintains a number of key monitoring tools, such as European surveys on working conditions and a recent initiative: *Quality of Life in Europe* (see [website](#)). This initiative could be a very interesting monitoring tool, in parallel to EU-SILC. The Foundation could fill some gaps left by EU-SILC (namely in the area of homelessness).

This Foundation initiative on quality of life was launched to monitor and report on living conditions and quality of life in Europe. The first challenge was to develop a concept or approach to living conditions that was appropriate for the Foundation's mission, and therefore relevant for policy-makers in public authorities and among the social partners, specifically at EU level. 'Living conditions' clearly embraces a very wide area of policy interest, with a particular need to map and understand disparities associated with age, gender, health, ethnicity and region. A report was prepared which identified the core issues on which the monitoring should focus and which examines existing sources of information. It proposed that the conceptual framework aim at going beyond the tracking of social change or social progress, but also contributing to understanding and promoting social progress. While recognising that other monitoring activities at EU level (European Commission – Eurostat) are valuable (the aim is essentially tracking key indicators), the Foundation wants to go further and understand the causal processes at work underlying quality of life.

#### *Particularly relevant for FEANTSA*

As an input to the overall monitoring strategy, an interview-based survey on '**Quality of Life of Europeans**' was conducted in the EU member states and candidate countries (25+Romania, Bulgaria, Turkey) during 2003. The questionnaire was developed with specialists from across the EU and candidate countries. To assist in developing this work and in the interpretation of results, a new network of experts was established with representatives from each of the candidate countries. The questionnaire ([EN](#)) was sent to a sample of 1000 people in each country.

In its proposal from 2002 about future activities on living conditions and quality of life, the Foundation had identified 12 'quality of life' domains to examine: health and access to health care; employment and working conditions; economic resources; knowledge, education and training; employment and working conditions; family life; social and community/participation/integration; **housing**; local environment and amenities; transport; public safety and crime; recreation and leisure activities; and culture and identity, political resources and human rights (see full report on the quality of life domains [EN](#)). From these domains, the Foundation selected a more limited number of core domains:

employment, economic resources, family, community, **health** and education with emphasis on access to and quality of social provision as a key aspect of quality of life within these 6 core domains which is particularly poorly captured in other monitoring aspects.

The 12 domains were tracked by using descriptive indicators and included in a central database, while analytical monitoring using more in-depth analyses of micro-level data concentrated primarily on the core domains. The Foundation used the Quality of life survey questionnaire to see whether other variables could be added or improved. **Housing** was part of the questionnaire, but the questions related only to furniture in a flat, overcrowding, and costs of housing/income.

#### *Recent developments*

The Quality of Life report has now been published ([EN](#)). This will be followed by 4 technical reports, one of them focusing on housing and local environment in the EU (to be published mid 2006). The summary of the results of the survey ([EN](#)) include the following housing-related findings:

- Housing conditions are worse in the NMS and the CC3 than in the EU15
- Home ownership is more common in the NMS/CC3 (75%) than in the EU15 (60%).

The European Foundation has set up an interactive database of quality of life indicators, [EurLIFE](#), drawn from the Foundations own surveys and from other published sources. EurLIFE data covers the 25 current EU Member States and three candidate countries: Bulgaria, Romania and Turkey.

#### *Future developments*

The Foundation mentions in its report that filling data gaps will be an important element of the Foundation's future monitoring activities. **Homelessness and housing** are explicitly mentioned by the Foundation as issues that are currently underdeveloped. The Foundation states explicitly that efforts have to be made to include groups, such as the homeless and that it could play a role in encouraging other agencies and networks to increase data coverage in the remaining non-core domains.

There might be some room for in-depth analysis on issues where policy is underdeveloped and where there is public concern or issues particularly prominent in national or European policy debates. The Foundation emphasised further in its report that there are many interest groups and NGOs, which have a deep interest in the area of living conditions and quality of life. The Foundation is willing to interact with these organisations, and has launched a consultation between March and May 2006 to discuss the follow-up of the Quality of Life initiative. FEANTSA will participate in this consultation and look into drafting a paper for a quality of life survey reaching out to people who are difficult to reach (such as homeless people, or people in hospitals, etc).

Preparation for the second European Quality of Life Survey is underway (see 2006 work programme [here](#)), and will start in 2007.

## **2.4. EU HOUSING MINISTERS -HOUSING STATISTICS IN THE EUROPEAN UNION**

### *The Informal Meeting of Ministers*

Over 10 years ago, the Ministers of Housing of the EU Member States decided to meet informally on an annual basis to exchange information and experiences on issues of common concern. Up until now, most of the meetings concentrated on the social aspects of housing policies. Access to housing for the most excluded people, immigrants and older people have been themes of the Informal Meeting in the past.

### *New mandate*

After the European Council in Lisbon in March 2000, the role of the Informal Meeting changed. The Informal Meeting decided to better link its work to the EU and in particular to the EU strategy to fight poverty and social exclusion. Until 2000, the European Commission was publishing Housing Statistics in the European Union. Because of an apparent loss of interest from the EU in housing, it stopped the production of this publication. The EU

Housing Ministers took over the publication of these statistics and therefore play an important role in the collection of data on housing at EU level.

#### *Structure of the publication*

The 'new' publication follows exactly the same structure and includes the same data as the Commission publication. Since comparison with other countries is often of interest, this publication is meant to serve as a compact source of information on housing and enable individual EU Member States to compare their housing situation with other countries.

The Dutch Ministry for Housing was the first to carry out this research and to publish the book 'Housing Statistics in the EU - 2000'. The Finnish, Belgian and Danish Ministries respectively took over the initiative in 2001, 2002, and [2003](#). Data are provided by national ministries responsible for housing in the EU Member States as well as by the European Mortgage Federation (EMF) and Eurostat. The Czech and Swedish ministries have published the [2004](#) edition of "Housing statistics in the European Union". The Italian Ministry is responsible for the 2005 publication - the questionnaire will be sent out end of March to all 25 EU countries to gather data on housing and housing exclusion.

#### *Available data*

Data are collected on four levels: general data consisting mainly of demographic information, data on the quality of the housing stock, data on the availability of dwellings and data on the affordability of housing. There is also an interesting section containing definitions of the different variables in the different Member States.

In addition to the obvious intention of ensuring cross-country comparability in the data used, the goal has been to present interesting and policy-relevant housing statistics of good quality. The 2004 publication includes a new chapter on the role of government in the housing market. Until 2004, none of the housing statistics publications had included any data on homelessness. FEANTSA worked with the Czech and Swedish Ministries to introduce a section on homeless statistics in the "Housing Statistics in the European Union - 2004". Moreover, this tenth edition of the publication is the first to give detailed information on housing and living conditions for all 25 member states of the new enlarged European Union.

This year's publication contains the following five chapters:

Chapter 1 presents a range of general data on the demographic and socioeconomic context for housing.

Chapter 2 deals with the quality of the housing stock, concentrating on average floor area, amenities and age distribution of the housing stock.

Chapter 3 is devoted to the availability of housing, including the distribution of different types of housing by tenure.

Chapter 4 looks at the affordability of housing and illustrates the weight of housing in household budgets; different indexes which offer an overview of the changes in the cost of housing; and trends in mortgage lending.

Chapter 5 focuses on the role of government and of state intervention in the housing market, paying particular attention to public expenditure on housing and to the existence and characteristics of social housing.

The housing data for 2005 is currently being processed by the Italian ministry, and will be published in the coming months.

## 2.5. URBAN AUDIT - A STUDY ON THE QUALITY OF LIFE IN EUROPEAN CITIES [website](#)

### *Origin of URBAN Audit*

The European Commission launched the Urban Audit in June 1997, and the first pilot phase began in May 1998. The Directorate General Regional Policy (REGIO) and EUROSTAT are responsible for managing the Urban Audit. Other Directorates of the European Commission provide advice on the choice of information to be included in the Urban Audit.

The Urban Audit was created to meet the growing demand for an assessment of the quality of life in European cities. The policy context for the Urban Audit was provided by the Commission Communication 'Towards an urban agenda in the European Union' (1997), the subsequent discussions, and the publication of the 'Sustainable Urban Development: an EU framework for action' (1998) which have identified the need for more information about towns and cities in the EU. The Urban Audit is also part of the process of improving Urban Statistics in the EU.

The overall purpose of the Urban Audit was to enable an assessment of the state of individual EU cities and to provide access to comparative information from other EU cities. It was intended to facilitate the exchange of information between cities. A pilot phase was launched (in 1998-1999) in 58 European cities.<sup>3</sup> This was then followed by the first Urban Audit phase in 1999-2001, the second Urban Audit phase in 2002-2005, and finally the third Urban Audit phase which started in March 2006. The Urban Audit has been expanded to cover 258 large (over 250 000 inhabitants) and medium-sized (between 50 000 and 250 000 inhabitants) cities in the **EU25, Bulgaria and Romania**.

### *Methodology*

This work has been carried out by Eurostat in close cooperation with DG Regio. The National Statistical Institutes (NSI) of all Member States have collected data in their cities and sent them to Eurostat which coordinated, gathered and published them in cooperation with DG Regio in 2004 ([EN/FR](#)) and 2005 ([EN/FR](#)).

The *Urban Audit Manual* (see [report](#)) presents the steps necessary to enable a European city to participate to the Urban Audit. The *Urban Audit Methodological Handbook* provides more detailed information on these aspects, as well as on the methodologies and definitions, including a definition of homelessness (see [report](#)).

The Indicators of the Urban Audit cover 5 fields: socio-economic aspects, participation in civic life, education and training, environment and culture and leisure. Urban Audit indicators are generated at three different levels: wide territorial unit or conurbation level, city level and sub-city level.

The indicators were regrouped into 21 domains reflecting aspects of urban 'quality of life' ([EN](#)). Under the **housing** domain, different variables are used: type of housing, type of tenure, **homelessness**, housing costs and the condition of housing stock. Unfortunately, very few cities provided information about the different variables under housing.

A list of indicators<sup>4</sup> was defined within the 21 domains. For each variable forming part of the indicator, a preferred 'standard' definition was given. Full details of the variables making up the indicators and the standard definitions are provided in the Urban Audit Manual (2000) – see [report](#). The *Individual City Audits* (see [report](#)) presents information and scores for indicators in each city included in the Urban Audit. They are aimed at city officials interested in the situation of their own city and of other participating cities.

Over the years, some domains of the Urban audit have been extended and improved. The areas covered by the variables collected include demography, **housing**, health, the labour market, the economy, education, the environment, transport and culture. The data refer to the most recent year available, which is in general 1999, 2000 or 2001.

<sup>3</sup> See first results of the pilot phase in the "Urban Audit Yearbook" - [here](#)

<sup>4</sup> To see the list of indicators

[http://europa.eu.int/comm/regional\\_policy/urban2/urban/audit/src/indicator\\_domian.htm](http://europa.eu.int/comm/regional_policy/urban2/urban/audit/src/indicator_domian.htm)

### *Homelessness in the Urban Audit*

The following variables are interesting for FEANTSA:

- Number of homeless persons
- Number of families with monthly income under 50% of the average national income
- Number of apartments
- Number of houses
- Other variables on housing related to cost and quality

The Urban audit currently collects information on the number of homeless people in order to create an indicator: number of homeless people/total resident population. Until now, there have been many gaps in data on the number of homeless people. FEANTSA will cooperate with the Urban Audit project to fill in the gaps where necessary and possible on numbers of homeless (see more [here](#)). FEANTSA was asked to comment on the Urban Audit definition of homelessness (see proposal [here](#)) and, if possible, provide point-in-time (i.e. stock) data where possible on the number of homeless people in the 300 cities concerned (preferably data from 2004 or 2001, but data from adjacent years will be accepted).

FEANTSA will work together with the National Urban Audit Coordinators (NUACs) - one from each country who gather the information on the 300 variables of the Urban audit - to provide data or data sources on homelessness in the cities of the Urban Audit. This collection of data will take place from March to December 2006. ETHOS (European Typology on Homelessness and housing exclusion) will be used as a basis for collecting the data, namely the roofless and houseless categories (but only categories 1-5).

## **2.6 EUROPEAN TYPOLOGY ON HOMELESSNESS AND HOUSING EXCLUSION (ETHOS) [EN](#)/[FR](#)**

### *EU Context*

Combating and preventing homelessness are amongst the common objectives of the EU social inclusion strategy, and is one of the societal problems treated under the new streamlined social protection and inclusion strategy (see more [here](#)). In order to tackle homelessness in EU25, it is crucial to have data on the numbers and profiles of homeless people. Specific measures are needed to combat different forms of homelessness - rough sleeping, people in temporary accommodation, ex-prisoners, homeless women victims of domestic violence, etc). FEANTSA adopted in 2005 a European Typology on Homelessness and housing exclusion (ETHOS) to facilitate data collection, policy development and research on homelessness.

### *Origins of ETHOS*

Over the past few years, the FEANTSA expert Data Collection Working Group and the European Observatory on Homelessness have worked on developing, evaluating and reviewing ETHOS. See all latest developments on the FEANTSA website ([EN](#)/[FR](#)). It is important to note that this typology is an open exercise which makes abstraction of existing legal definitions in the EU members states. ETHOS is a "home"-based definition that uses the housing, social and legal domains to create a broad typology of homelessness and housing exclusion. ETHOS classifies homeless people according to their living situation:

- *rooflessness* (without a shelter of any kind, sleeping rough)
- *houselessness* (with a place to sleep but temporary in institutions or shelter)
- *living in insecure housing* (threatened with severe exclusion due to insecure tenancies, eviction, domestic violence)
- *living in inadequate housing* (in caravans on illegal campsites, in unfit housing, in extreme overcrowding).

(See Annex for full typology)

These 4 conceptual categories are broken down into operational categories which are applicable in all countries. The sub-categories take into account national differences in order to have a better understanding of the perception of homelessness in the different member states.

This approach confirms that homelessness is a process (rather than a static phenomenon) that affects many vulnerable households at different points in their lives. The 2005 Review of Statistics on Homelessness in Europe of the European Observatory on Homelessness states that "Policies to address homelessness include three main elements - prevention, accommodation and support. Prevention policies imply an understanding of both the causes of homelessness and the pathways into homelessness. Accommodation provision involves elements of emergency or temporary accommodation and transitional accommodation as well as permanent housing (with or without support). Increasingly policies to address homelessness recognise the need for support as well as housing and that support is needed for people who are homeless, have been homeless or may become homeless. This understanding of the policy basis indicates the need for an understanding of the process of homelessness and housing deprivation as well as the profiles of homeless people. ETHOS has been developed using this pathways approach."

The aim has been to develop a typology that allows for a more harmonised system of data collection and for a more comparable approach to data collection and analysis at a European level. That is to say, it is not intended to provide a European data collection approach but rather to allow for a more effective comparison of national level data at a European level.

See latest Review of Homeless Statistics (2005) on the Research Observatory website ([EN/FR](#))

#### *ETHOS developments*

The ETHOS typology was launched beginning 2005 and has been discussed at various national and local meetings/seminar. It is now being used for different purposes - as a framework for debate, for data collection purposes, for policy purposes and monitoring purposes. See [here](#) for National and European developments in 2005.

The development of ETHOS has been approached as an dynamic process by which the typology can be refined as the understanding of homelessness and housing exclusion improves. The European Observatory on Homelessness will therefore continue working yearly reviews of ETHOS. The approach is that the conceptual model is robust and the four conceptual categories remain the basis of the typology. However, the operational categories and sub-categories can be reviewed, and more accurately defined, in order to make the typology fit for policy, monitoring and data collection purposes. See [here](#) for National and European developments in 2006.

This typology of homelessness and housing exclusion (which exists in different EU languages is now being debated and used in various national and transnational contexts. FEANTSA is monitoring these developments with its Data collection working group and with the European Observatory on Homelessness. For all up-to-date information on such debates, see ETHOS webpage.

### 3. UNITED NATIONS

#### 3.1 UN STATISTICS DIVISION [website](#)

##### *Objectives*

The Statistics Division compiles statistics from many international sources and produces global updates, including the Statistical Yearbook, World Statistics Pocketbook and yearbooks in specialized fields of statistics. It also provides countries with specifications of the best methods of compiling information so that data from different sources can be readily compared.

The Statistics Division's main functions are:

- The collection, processing and dissemination of statistical information;
- The standardization of statistical methods, classifications and definitions;
- The technical cooperation programme; and
- The coordination of international statistical programmes and activities.

To carry out these functions, it provides - among other things - a global centre for data on international trade, national accounts, energy, industry, environment, transport and demographic and **social statistics** gathered from many national and international sources.

The UN Statistics division is divided into several sections. One section deals with '**demographic, social and housing statistics**'. This [section](#) maintains a database of social indicators and monitors the results of recent major United Nations conferences on children, population and development, social development and women. It covers a wide range of subjects such as education, [housing and its environment](#) (average number of persons per room), health, water, etc. Until recently official statistics on housing were collected by the United Nations Statistics Division a quinquennial basis through the Human Settlement Statistics Questionnaire in collaboration with the United Nations Human Settlements Programme ([UN-HABITAT](#)). The most recent questionnaires were sent to countries and areas in 1992 and 1999. The results of this data collection were published in the [1995 Compendium of Human Settlement Statistics](#) and [2001 Compendium of Human Settlement Statistics](#).

##### *Interesting programme: Population and Housing Census*

The **World Population and Housing Census Programme** (see [webpage](#)) covers the period 1985-2004 and was conducted in almost every country. The United Nations promulgates a World Population and Housing Census Programme every decade to encourage countries carry out a census on population and housing. The [current](#) 2010 United Nations round of population and housing censuses started on 1 January 2005, as endorsed by the United Nations Statistical Commission at its 36th session. The 2010 round of censuses covers the period 2005 to 2014.

National population and housing censuses provide statistics and indicators for assessing the situation of various special population groups, such as those affected by gender issues, children, youth, the elderly, persons with an impairment/disability/handicap and the **homeless** and migrant populations, and changes therein. So, in accordance with UNECE/Eurostat guidelines, homeless persons are in principle included in all censuses because they belong to the "usual population of the country". **In practice, however, data collection varies and the coverage is less than complete.**

The United Nations Statistical Commission, at its 36th session (March 2005), approved the 2010 World Programme on Population and Housing Censuses and established the Expert Group on the 2010 World Programme on Population and Housing Censuses. This Expert Group, in turn, proposed the formation of working groups and technical subgroups to carry out its mandate in regard to the revision and update of the global United Nations Principles and Recommendations for Population and Housing Censuses.

*Two groups work on social and poverty statistics*

The [36th session](#) of the Statistical Commission was held at United Nations Headquarters in New York from 1 to 4 March 2005. In recent years, representatives from national statistical institutes have started to meet informally to address specific problems in statistical methods. Some of these groups have become formally known as "city groups". Two of them are particularly interesting for us: **the Rio group on Poverty Statistics and the Sienna group on social Statistics**.

These groups are allowed to fix their own working agenda and are relatively independent in their work. It was recognised that these groups were an innovative way to use country resources to improve and speed up the international standards development process. They are therefore quite flexible and free in terms of action even though the Statistical commission regularly discusses the work of the city-groups. City groups are informal groups of experts primarily from national statistical agencies. Participation by representatives is voluntary as is the existence of the group itself. Any interested party is encouraged to contact them in order to participate. A number of these meetings were supported by the European Commission (Eurostat).

- *The Sienna group* ([webpage](#))

Relevant topics considered by the Sienna group are social reporting and social accounting; **monitoring social exclusion** in education and labour markets; and accounting in social statistics and indicators for social development. Its purpose is to promote and coordinate international cooperation in the areas of social statistics by focusing on topics such as social indicators. The first meeting was organised in 1993. Most of the EU member States participated along with some candidate countries, the United States, Economic Commission for Europe (ECE), European Commission, Eurostat, OECD, Economic Commission for Latin America and the Caribbean (ECLAC), United Nations Statistics Division, United Nations Human Development Program (UNDP).

The topics covered by the group are however very broad and vague. At its last meeting in Helsinki (February 2005), the Siena Group decided to finalize its work on social capital by producing an Internet publication covering issues such as the definition and policy relevance of social capital, methodological questions related to its measurement and national experiences with measuring social capital by means of household surveys. Moreover, most of the countries concerned by the research are developing countries, rather than EU countries.

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- *Rio group on poverty statistics* ([webpage](#))

The main objectives of the expert group are to harness the experience and concerns of different groups and organizations in the world that are working in the measurement, interpretation and use of poverty statistics, especially when the work is being done by or in close contact with statistical offices. The identification of the indicators, methodologies, and statistical sources being used should allow the preparation of a document or reports containing the state of the art in matters of poverty measurements, common procedures and best practices.

The work of the Rio group mainly focused on developing countries as well. The last meeting took place in Rio de Janeiro, on 6-8 December 2004. The Rio Group is currently preparing a compendium on practices in the measurement of poverty (with special reference to

developing countries). The Compendium will be available **at the end of this year**. After finishing this work, the Group will be disbanded.

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### 3.2 UN-ECE: United Nations Economic Commission for Europe [webpage](#)

UN-ECE is one of the five regional commissions of the United Nations. Its primary goal is to encourage greater economic cooperation among its 55 Member States. Among other subjects, it focuses on [human settlements and statistics](#). Its statistical division includes social and demographic statistics.

#### *Committee on Housing and Land Management*

In 1947 the Economic Commission for Europe (UNECE) set up a Panel on Housing Problems, which later evolved into the Committee on Human Settlements (CHS), and after the reform in 2005/2006 into the Committee on Housing and Land Management (CHLM - see more [here](#)). The Committee is an intergovernmental body of all ECE member States, it provides a forum for the compilation, dissemination and exchange of information and experience on **housing**, urban development, land administration, national and local objectives and policies. Through various workshops, research on urban issues, analyses of housing sector and related publications, the Committee advises member countries on human settlements policies and strategies and encourages their practical implementation. The Committee supports the economic and social stabilisation of central and eastern Europe by suggesting innovative ways of cooperation between different levels of government.

The Committee works closely with the European Union, the Organisation for Economic Co-operation and Development, the Council of Europe, the United Nations Centre for Human Settlements (Habitat), and other UN regional commissions and specialised agencies.

The programme of the Committee has 6 objectives.

Objective 1. focuses on "[Country profiles of housing sector](#)" which represents a tool for Governments to analyse their housing policies, strategies, institutional and financial frameworks for the housing sector and to compare the progress made internationally. At its core is an analytical study on the housing sector, drafted by independent international experts. It draws on the Committee's work on housing and building statistics. Recommendations for improving policies and practices are an essential part of the programme. Until now, the **country profiles** prepared by the Committee have only referred to Central and Eastern European countries.

Objective 5 is related to "[Human settlements statistics](#)" in the framework of which the Committee, together with the Conference of European Statisticians, develops and improves international human settlements statistics, and publishes the *Bulletin of Housing and Building Statistics for Europe and North America* every two years. The Committee consulted the Conference of European Statisticians in [June 2003](#) on the *Bulletin* and decided to:

- No longer include building statistics since most building-related statistics were taken out of the questionnaire (see latest [2004](#) edition *Bulletin of Housing Statistics for Europe and North America*)

- Use the housing data collected for the EU bulletin “Housing Statistics in the European Union” to pre-fill the ECE questionnaire prior to sending it to EU member countries.<sup>5</sup>

For questions, comments or suggestions please e-mail : [statistics.hs@unece.org](mailto:statistics.hs@unece.org)

#### *Interesting publication*

The first *Annual Bulletin of Housing and Building Statistics for Europe* came out in 1959. The general purpose of the *Annual Bulletin* was to provide data that would shed light on the housing situation and on building in Europe. Originally bilingual (English/French), the *Bulletin* became a trilingual (English/French/Russian) publication in 1965. The last printed edition is the *Bulletin of Housing and Building Statistics for Europe and the North America 2000*. The two last *Bulletins* were published in 2002 and 2004. However, the Committee on Housing and Land Management decided to discontinue publication of the *Bulletin* on paper. Rather, it was agreed that some statistical tables relevant to human settlements should be posted on the ECE web site instead. These tables are based on recent statistics received from national statistical offices of ECE member countries. The 1996 edition of the *Bulletin* concerns social indicators. Copies are available from distributors of United Nations publications or from:

The Sales and Marketing Section, LDP/DPI

United Nations

Palais des Nations

CH-1211 Geneva 10, Switzerland

Tel: (+ 41 22) 917 26 06

Fax: (+ 41 22) 917 00 84 or 917 00 27

E-mail: [unpubli@unog.ch](mailto:unpubli@unog.ch)

[http://www.unece.org/hlm/prgm/hsstat/welcome\\_hsstat.html](http://www.unece.org/hlm/prgm/hsstat/welcome_hsstat.html)

### 3.3 UN-HABITAT [website](#)

UN-Habitat was established in 1978 as the lead agency within the United Nations system for coordinating activities in the field of human settlements. The mission of UN-HABITAT is to promote sustainable urbanization through policy formulation, institutional reform, capacity-building, technical cooperation and advocacy, and to monitor and improve the state of human settlements worldwide. The objective of UN-Habitat is to support governments to improve the housing conditions of the world's poor.

The UN Statistics Division and the Centre for Human Settlements (Habitat) jointly published global information on housing in *Compendium of Human Settlements Statistics* (not available in electronic format). The publication includes statistical tables about households (currently figures and projections) and housing units by country or by area, urban and rural, and cities for the latest available year.

#### *Monitoring tool*

In order to monitor and assess the implementation of the Agenda, the UN set up the Global Urban Observatory consisting of [three main components](#): the **Statistics programme** which regularly collects data from countries and cities, the **Urban Indicator programme** which regularly collects indicators from more than 200 cities and the **Best practices programme**.

The Observatory also maintains several databases: the Global Urban Indicators Database, the UNCHS-Citibase, the Human Settlements Statistics Database, the Data House Version 2 and a database on City Profiles (cf infra for more details). Although homelessness is sometimes one of the topics, it is very rare that data will be displayed.

<sup>5</sup> See Minutes of the consultation at: <http://www.unece.org/env/documents/2003/hbp/hbp.2003.8.e.pdf>

- Global Urban Indicators Database (see [link](#))

Based on the Habitat Agenda and on Resolutions 15/6 and 17/1 of the United Nations Commission on Human Settlements, UNCHS (Habitat) has developed an indicators system that contains a set of 20 key indicators, 8 check-lists and 16 extensive indicators which measure performances and trends in selected key areas of the Habitat Agenda (see [Urban Indicators Guidelines](#) from August 2004 ). These are the minimum data required for reporting on shelter and urban development consistent with the twenty key areas of commitment in the Habitat Agenda universal reporting format.

These indicators are supposed to measure performances and trends in the 20 selected key areas, and to measure progress in the implementation of the Habitat Agenda. They provide a comprehensive picture of cities which, with other indicators chosen by countries, will provide a quantitative, comparative base for the condition of cities, and show progress towards achieving urban objectives.

- UNCHS Citibase (see [link](#))

The UN-HABITAT-CitiBase is a web-based database with comprehensive city statistics on human settlements. More specifically, data on the following categories and topics are available at city level: background data, population, **households**, gender, land, **housing** and infrastructure/services.

- Human settlement statistical database version 4 (HSDB4-1999) (see [link](#))

The Human Settlements Statistical Database is a stand-alone, easy-to-operate, PC-software and database with comprehensive national statistics on human settlements. More specifically, data on the following categories and topics are available on the national level: demography, **economy** (Income distribution, poverty, household expenditure), **housing** (Housing stock, Occupancy, Tenure of households, Housing construction, Housing facilities, Building materials), land/natural resources and infrastructure/services.

The database contains data from population and housing censuses including the most recent "1990 census round", collected through the Human Settlements Statistics Questionnaire 1992 (HSSQ). In addition, data from various United Nations publications and databases are compiled and stored in HSDB4. They are on United Nations Member Countries, starting from the 1970's. The data sets are updated on a regular basis and released periodically. The Human Settlements Statistical Database has been disseminated to Member Governments, international organizations, NGOs and research institutes, since 1990.

- Data House version 2: 2001 (see [link](#))

Web-based database only containing tables with information about house units.

- Database on city profiles : 2001 (see [link](#))

It aims to provide an overview of the main issues and problems faced by cities. The data draws attention on some of the major problems facing cities, the solutions adopted and some of the best practices. The city profiles are complementary of the Global Urban Indicators Database. Each city profile addresses the following issues: background, shelter, social development, environmental management, economic development, governance and international cooperation.

*Global Campaign for secure tenure* (see [link](#))

The Global Campaign for Secure Tenure is designed to take forward the commitment of Governments to providing Adequate Shelter for All, one of the two main themes of the Habitat Agenda. The Campaign identifies the provision of secure tenure as essential for a sustainable shelter strategy, and as a vital element in the promotion of Housing Rights.

[Indicators](#) in several fields are provided in the framework of this Campaign. They concern secure tenure indicators (tenure type, homelessness, eviction, etc.), statistics on the number of people per room, statistics on owner occupancy, Statistics on Housing Units, Statistics on

Water supply and sanitation. The first set offers interesting information on concepts and methodology.

*Interesting programme: UNHRP* (see [webpage](#))

The United Nations Housing rights Programme (UNHRP) was launched in 2001, as a joint initiative by UN-HABITAT and the Office of the United Nations High Commissioner for Human Rights (OHCHR). The development objective of the UNHRP is to assist States and other stakeholders with the implementation of their commitments in the Habitat Agenda to ensure the full and progressive realisation of the right to adequate housing as provided for in international instruments.

One of the activities of the first phase of the UNHRP focuses on monitoring and evaluation of progress of the realisation of housing rights (including development of **housing rights indicators**). The background paper for the 2003 expert group meeting on housing rights monitoring presents a framework for the development of a set of housing rights indicators: *Developing a set of indicators to monitor the full and progressive realisation of the human right to adequate housing* (see [report](#) and other recent [publications](#)). A set of 6 housing rights elements (housing adequacy, scale and scope of forced eviction, scale and scope of homelessness, the rights to non-discrimination and equality of rights, national legal protection, acceptance of international standards) and 17 housing rights indicators is proposed in the report. Once a final set of indicators has been agreed upon, these indicators will form the foundation for the establishment of a global system for monitoring the full and progressive realisation of the human right to adequate housing, as provided for in international instruments.

#### 4. OTHER INTERNATIONAL SOURCES

##### 4.1 COUNCIL OF EUROPE [website](#)

The Council of Europe is an inter-governmental organisation consisting of 46 Member States whose main aim is to promote human rights.

*Work on indicators*

A **Social Cohesion and Quality of Life** division (see [website](#)) was set up by the Council of Europe Committee of Ministers in 1998 in order to undertake, in close cooperation with the Member States, conceptual and methodological analysis on issues such as **policies for social inclusion of vulnerable groups**. The overall objective is to support the implementation of the [Strategy](#) for Social Cohesion (adopted by the Committee of Ministers in July 2000) and fight against poverty in member states. One of the activities of the directorate general of social cohesion has been the preparation of a *Guide on the Use of Indicators for Social Cohesion* (webpage under construction). It will serve as the operational tool which completes the Strategy for Social Cohesion ([revised](#) in March 2004) of the Council of Europe and provides a standard-measuring instrument for social cohesion.

Starting from four general areas (Access to basic needs; Access to legal rights; Access to progress; Access to dignity and social trust), different domains and sub-domains are examined. Housing is one of them. It is also stressed in the guidebook that the rights of different groups in society at risk have to be highlighted, such as minorities, persons with disabilities, children and the elderly etc.

At the beginning of 2004, a new Group of Specialists started work on the "contribution of housing policies to Social Cohesion". One of the outcomes of the discussion was the decision to evaluate the impact of housing policy instruments on the four categories of ETHOS). See [matrix](#) developed by the specialist group. This matrix was discussed at the last meeting of the specialists in November 2005 (national delegations have been asked to fill in the matrix for their respective countries), and may be included in the final report and recommendations of the group (to be published in May 2006)

#### 4.2 OECD [website](#)

The OECD (Organisation for Economic Cooperation and Development) groups 30 countries in a unique forum to discuss, develop and refine economic and social policies. They compare experiences, seek answers to common problems and work to co-ordinate domestic and international policies to help members and non-members deal with an increasingly globalised world. Their exchanges may lead to agreements to act in a formal way (legally binding agreement) or to 'soft law' (non-legally binding).

##### *Mandate*

The OECD collects statistics needed for the analysis of economic and social developments by its in-house analysts, committees, working parties, and Member country governments from statistical agencies and other institutions of its Member countries (see data sources [here](#)). Most of OECD's statistical outputs are made available to the public through electronic and paper publications and now through the Statistics Portal (see [website](#)).

*"Society at a glance": OECD social indicators publication (see [EN/FR](#))*

In the preparation of the 2001 publication, a report was written called 'social indicators: a proposed framework and structure'. In this report a comparison is made between the listing of 1982 OECD social indicators and the newly proposed list. While housing was part of the list in 1982 (dimension of housing, access to outdoor space, access to housing amenities), **housing is not included on the new list.**

The OECD recognise that 'Social policy covers a great number of issues, which do not stand on their own but, as is increasingly recognised, are both diverse and interlinked. For example, tackling social exclusion involves simultaneously addressing barriers to labour market reintegration, health care issues and educational aspects.'

The OECD social indicators include both context indicators that illustrate national differences in social trends, and social status and response indicators, categorised in four broad and interdependent areas of social policy: self-sufficiency, equity, health and social cohesion'.

This publication covers various topics, including amongst others: asylum seekers and refugees, employment, early childhood education and care, relative poverty, the gender wage gap, social expenditure, potential years of life lost, health infrastructure, suicide, group membership and prisoners.

The 2005 edition of "Society at a glance" is now available (although not on-line).

#### 4.3 NEW MEMBER STATES OF THE EUROPEAN UNION

In most of the New Member States **social indicators were being developed only as of the mid 1970s.** Before that period, only statistical data and indicators describing economic development in connection with central economic planning were used. In the 1980s under the influence of the UN, these countries started to issue social reports. Although there was an inherited tradition of the use of social indicators and institutional capacities to collect them, the definitions were often incompatible with the social indicators used in EU countries and by the EU institutions. Many Phare and TACIS projects and resources were spent on development of statistics in CEECs. This enhanced the harmonisation of definitions of social indicators and development of capacities to analyse them.

There are very large differences in the services provided by the statistical services in the new Member States. The standards, reliability and speed differ substantially. Nevertheless, all new member states will have launched EU-SILC by the end of the year, which should even out the existing differences.

There exist a number of comparative sources of data within new member states and candidate countries:

-Between 1990 and 1997 the European Commission carried out the *Central and Eastern Eurobarometer* (CEEB), which included 10 countries: Slovenia, Bulgaria, Romania, Hungary, the Czech Republic, Slovakia, Poland, Estonia, Latvia and Lithuania. These surveys focused on respondents' evaluation of democratic and economic reforms. In October 2001, the *Applicant Countries Eurobarometer* (ACE) series was launched, which includes 13 countries. The surveys could include the same questions as those fielded in the general Eurobarometer, however at present there is only a small overlap in questions. Eight countries have participated in the ISSP surveys.

-The **MONEE project** tracks key macro social and economic indicators in Central And Eastern Europe, CIS and Baltic States. [UNICEF](#) launched the MONEE Project (MONitoring Eastern Europe, officially called "Public Policies and Social Conditions: Monitoring the Transition in Central and Eastern Europe and the Commonwealth of Independent States") in 1992 to secure evidence-based feedback on the social impact of [market reforms](#), and to advise countries undergoing rapid political, economic and social change on financial policy. Eight Regional Monitoring Reports (RMRs) were produced by the Innocenti Research Centre between 1993 and 2001, targeting decision-makers, their advisers, academics, professionals and the general audience.

See more on the Monee website ([EN](#))

-The European Foundation for the Improvement of Living and Working conditions also launched an initiative in candidate countries (13 at the time). The Foundation began its initiative to monitor and report on living conditions and quality of life in candidate countries. To assist with the analysis and interpretation of results from surveys being carried out, a network of experts has been established.

The first meeting of the expert group was held on 26/27 November 2002 in Budapest. Eleven of the thirteen candidate countries participated and were represented by high level, well-qualified experts drawn from universities, consultancies and public administrations. On this occasion they gave advice particularly on the items for the survey questionnaire. Domains to be covered include: housing and living environment; health and health services; education; employment and working conditions; family and social networks; time use; social capital and public services and economic resources. The "Quality of Life" [Report](#) includes relevant statistics on housing in the 25 EU member states, Romania, Bulgaria and Turkey, namely regarding ownership structure, living space, standard of accommodation, local environment, and satisfaction with accommodation.

#### 4.4 EU-REPORTING [website](#)

EU-Reporting is a European-wide project with the long-term objective to create a science-based European System of Social Reporting and Welfare Measurement. It is financed by the European Commission in the framework of the TSER (Targeted-Socio-Economic-Research)-Programme. It started in March 1998 for a 3-year period on the initiative of a group of researchers from European countries. Research focused on three different subprojects as steps towards the overall long-term objective:

- The development of a **European System of Social indicators (EUSI)** ;
- The development of an information base on survey data for social reporting, its contents, comparability and accessibility;
- The development of an information base on official microdata for social reporting, its contents, comparability and accessibility.

*The development of a European System of Social indicators (EUSI) [website](#)*

This subproject of EU-Reporting is developing a theoretically and methodologically well-grounded selection of social indicators, which can be used as instruments to continually observe and analyse the development of welfare and quality of life of societies across Europe as well as changes in the social structure at the European Level. This was not primarily meant

to monitor EU social policy, even though the variables chosen are consistent with EU policy concerns.

The EUSI includes indicators of goal attainments as well as more general indicators of social change. While the former are direct measures of individual and societal welfare, the latter are descriptive indicators measuring structural, attitudinal and value changes in a society. It also includes objective and subjective indicators.

The EUSI covers 14 life domains. [Housing](#) is one of them. The life domains considered correspond to some extent to the European Policy concerns but other domains, which also constitute important aspects of quality of life, have been added as well. For each life domains, several goal dimensions are being distinguished. Important to us is the goal dimension '**reduction of disparities, inequalities and social exclusion**'. For each goal dimension within a life domain, appropriate measurement dimensions will be derived. Measurement dimensions will be further broken down into sub-dimensions, which are going to be operationalised by one or more indicators each. The Housing domain contains different indicators including rooms per person, percentage of homeless people, percentage of owners, and others. However, the data on homelessness is not available.

The indicator system covers as a standard the previous EU-15 countries, Norway, Switzerland, Czech Republic, Hungary, Poland, as well as Japan and the U.S. as major reference societies. Successively, all the EU-25 member states will be covered systematically, as is already the case for numerous indicators.

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#### 4.5 EUROBAROMETER [website](#)

Since 1973, the European Commission has been measuring public opinion through Eurobarometer surveys to inform itself about the views of European Union citizens and to share the obtained information with the general public. These surveys and studies address major topics concerning European citizenship: enlargement, social situation, health, culture, information technology, environment, the Euro, defence, etc.

A Eurobarometer on poverty was carried out in 1994 on *Perception of poverty and social exclusion in Europe* (see report [FR](#)). It would be interesting for FEANTSA to draft a proposal for a poll on the opinions of Europeans towards poverty and **homelessness**.

In one of the Eurobarometer surveys (*How Europeans see themselves - 2000*), questions were asked about EU policies at the end of the 20<sup>th</sup> century. The section on EU actions shows that a large majority of the Europeans believes that fighting poverty and social exclusion should be part of priority actions for the EU (4<sup>th</sup> priority after fight against unemployment, crime, and peace and security). Poverty is one of the issues (with environment, unemployment and crime) which most concerns Europeans. However, another section shows that 61% of Europeans think that there will be more people who are poor and socially excluded in the 21<sup>st</sup> century. See report [EN/FR](#)

A Eurobarometer survey commissioned by the European Commission (*Social Precarity and Social Integration- 2002*), charts trends in key factors that affect risks of social exclusion such as unemployment, lack of social support and low quality of jobs. The first two chapters focus particularly on issues relating to precarity in terms of living conditions, while the third and fourth are concerned with sources of precarity in people's work lives. The fifth and sixth chapters examine the implications of social precarity in both of these spheres for people's personal integration and their attitudes to society. The final chapter considers the implications of precarity for wider attitudes to society, to democracy and to welfare state provision. See report [EN/FR](#)

## CONCLUSION: PRIORITIES

There are many interesting initiatives in the field of data collection as well as indicators. FEANTSA should continue to follow them in order to take action in any of the initiatives that could contribute to a better collection of data on homelessness and to the creation of robust indicators to monitor the effect of social policy.

In the short-term, very important to follow is:

- The work of the Indicators Sub-Group and DG Employment, and mainly the EU study on measuring homelessness
- EU-SILC, as an important tool to monitor the EU strategy against poverty and social inclusion (namely the housing module)
- The European Foundation for the Improvement of Working and living conditions' initiative to monitor the quality of life of the Europeans, and its follow-up to reach out to people who have not taken part in the survey (including the homeless)
- Contribute to the third phase of the EU Urban Audit
- Housing Statistics in the European Union 2005 (which should include statistics on homelessness like the 2004 edition)
- Monitor the national, European and international debates/use of ETHOS

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## Annex: ETHOS 2006 - European Typology on Homelessness and Housing Exclusion

| Conceptual Category |  | Operational Category                                 |   | Generic Definition   | National Sub-Categories |
|---------------------|--|--|---|--|-------------------------|
| ROOFLESS            | 1  | People Living Rough                                  | 1.1   | Rough Sleeping (no access to 24-hour accommodation) / No abode |                         |
|                     | 2  | People staying in a night shelter                    | 2.1   | Overnight shelter  |                         |
| HOUSELESS           | 3  | People in accommodation for the homeless             | 3.1   | Homeless hostel  |                         |
|                     |  |  | 3.2   | Temporary Accommodation  |                         |
|                     | 4  | People in Women's Shelter                            | 4.1   | Women's shelter accommodation                                  |                         |
|                     | 5  | People in accommodation for immigrants               | 5.1   | Temporary accommodation / reception centres (asylum)           |                         |
|                     |  |  | 5.2   | Migrant workers accommodation                                  |                         |
|                     | 6  | People due to be released from institutions          | 6.1   | Penal institutions   |                         |
| 6.2                 |  |  | Medical institutions  |  |                         |
| 7                   | People receiving support (due to homelessness) | 7.1  | Residential care for homeless people                        |  |                         |
|                     |  | 7.2  | Supported accommodation                                     |  |                         |
|                     |  | 7.3  | Transitional accommodation with support                     |  |                         |
|                     |  |  | 7.4   | Accommodation with support                                     |                         |
| INSECURE            | 8  | People living in insecure accommodation              | 8.1   | Temporarily with family/friends                                |                         |
|                     |  |  | 8.2   | No legal (sub)tenancy  |                         |
|                     |  |  | 8.3   | Illegal occupation of building                                 |                         |
| 8.4                 |  |  | Illegal occupation of land                                  |  |                         |
| 9                   | People living under threat of eviction         | 9.1  | Legal orders enforced (rented)                              |  |                         |
|                     |  | 9.2  | Re-possession orders (owned)                                |  |                         |
| 10                  | People living under threat of violence         | 10.1   | Police recorded incidents of domestic violence              |  |                         |
| INADEQUATE          | 11   | People living in temporary / non-standard structures | 11.1  | Mobile home / caravan  |                         |
|                     |  |  | 11.2  | Non-standard building  |                         |
|                     |  |  | 11.3  | Temporary structure  |                         |
| 12                  | People living in unfit housing                 | 12.1   | Unfit for habitation (under national legislation; occupied) |  |                         |
| 13                  | People living in extreme overcrowding          | 13.1   | Highest national norm of overcrowding                       |  |                         |